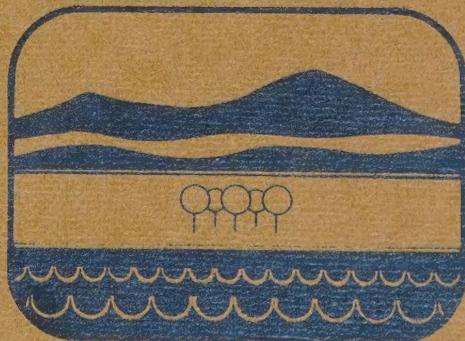


# LAND USE ELEMENT

INSTITUTE OF GOVERNMENTAL  
STUDIES

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UNIVERSITY OF CALIFORNIA



— FAIRFIELD GENERAL PLAN —



Land Use Element of the Fairfield General Plan

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Adopted by Resolution 79-11 of the Fairfield  
Planning Commission on October 24, 1979

Adopted by Resolution 79-207 of the Fairfield City  
City Council on December 4, 1979

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## **SUMMARY OF MAJOR FEATURES**

### **GENERAL PLAN GOALS AND POLICIES**

Following an introduction which describes the content and scope of the document, the Element provides a discussion of General Plan goals and then describes general land use development policies in the categories of area-wide and local management. In the area-wide management category policies are principally directed to defining the exclusive responsibility of the cities to provide services to urban areas. Local management policies recommend establishing a City-wide management system that will evaluate the physical, social and economic consequences of continuing development of the City's urban structure and also specific plan areas for more detailed study and regulation and the use of planned development regulations to provide flexible and more innovative development in the City's urban growth centers.

In the following, the Element describes the City's land uses in four principal categories. These are: Residential, Commercial and Industrial development, and Public Facilities and Services.

## **RESIDENTIAL DEVELOPMENT**

A number of significant points are made in the Element concerning residential development. First, unlike the Cordelia urban growth center, new residential development in the Fairfield growth center is generally moving to lower densities and requiring more land per unit of development than patterns established in older areas of the City. Second, at the present time there are almost 7,000 units of residential construction either approved or pending approval by the City almost equally distributed between the Fairfield and Cordelia urban growth centers. Further, the Element notes that the City can anticipate the construction of 600 to 1000 residential units per year into the future. It is also noted, however, that because of inflationary pressures the housing market is unlikely to provide an adequate supply of low and moderate cost housing.

In large part to qualify this impressive surge in building activity and to compliment the objectives of the General Plan Housing Element, the Residential Land Use Policies are directed to meeting the wide range of housing need that exists now or in the future among Fairfield Residents.

## **COMMERCIAL DEVELOPMENT**

The Element indicates in this section that Fairfield is well on its way to becoming one of Solano County's leading commercial centers. In addition to over one million square feet of retail commercial floor area now existing, the City, between now and 1985, can anticipate the development of more than one million additional square feet of retail commercial floor area.

In the area of professional office space the City is also showing significant gains with a 55% space increase in the years 1975 through 1978 with over half of the City's office space being concentrated now in the central business district.

To provide even greater impetus to commercial development in Fairfield, the City is initiating two special programs. One would promote new architectural guidelines, traffic circulation patterns, parking and space for retail commercial expansion in the central business district. The other program includes the construction of a regional commercial center at Travis Boulevard and Pennsylvania Avenue featuring full line department stores and an enclosed mall.

Commercial land use policies in this section are devoted almost entirely to locational criteria for commercial centers. One policy, however, is directed to development phasing of commercial centers and a definition of the terms that apply to such centers. A note of caution is provided as a preface to the policies in this section where it is noted that if realized to its full extent commercial development in certain areas of Cordelia may offer substantial and detrimental competition to existing commercial uses in Fairfield.

## **INDUSTRIAL DEVELOPMENT**

Currently, the City of Fairfield has an inventory of over 3,000 acres allocated to industrial land uses in several categories. More than two hundred acres of this land, mostly in established industrial parks, is developed to uses ranging from the brewing of beer to product distribution.

A portion of this section is devoted to explaining the categories of industrial land use. It is estimated further on that the City can expect to develop 35 to 65 acres of industrial land per year which could add from 770 to 1430 workers per year to local manufacturing payrolls. In this regard it is noted that the City does appear to have an ample and varied inventory of industrial land allocated to meet demands into the foreseeable future. An imbalance could exist in the future, however, between local industrial land development and residential lands that will accommodate housing affordable by industrial workers employed as a result of such development. In such instances, the Element suggests that the City consider changing portions of its undeveloped industrial land to land uses that encourage the development of worker housing, and or increasing allowable densities of selected residential areas.

Five policies are set forth in this section designed to guide industrial development. These policies deal with the location of special types of industry, industrial development phasing, environmental protection and criteria for industrial park development.

## **PUBLIC FACILITIES AND SERVICES**

This section deals with a few of the more significant facilities and services the City is expected to provide that affect local land use plans.

## PUBLIC BUILDINGS AND THE DELIVERY OF SERVICES

The spate of local public building activity during this decade including the construction of Fairfield's new Civic Center, County library and additions to the County Hall of Justice, attest to Fairfield's standing as an area-wide governmental center. This is also the decade which saw the City's potential urban land area almost double along with the City's population and the distance from Fairfield's Civic Center to points on its most distant boundaries increase over four times.

In this regard, the Element suggests that major decisions will have to be made concerning the benefits to result from the expansion of government services at the existing Civic Center as opposed to the creation of branch service centers to locate and serve areas in the Cordelia urban growth center.

## HEALTH FACILITIES

While at the present time, Fairfield suffers from a low ratio of physicians and dentists to population, facilities in Fairfield provide a fairly comprehensive array of health services to persons in the sub-region ranging from hospitals offering both in-patient and out-patient medical health facilities as well as a number of mental health services offered to the area from a center established on Pennsylvania Avenue. None of the local health service providers described in this section have indicated a desire or need to expand or locate beyond the limits of land areas now occupied for the foreseeable future.

## EDUCATIONAL FACILITIES

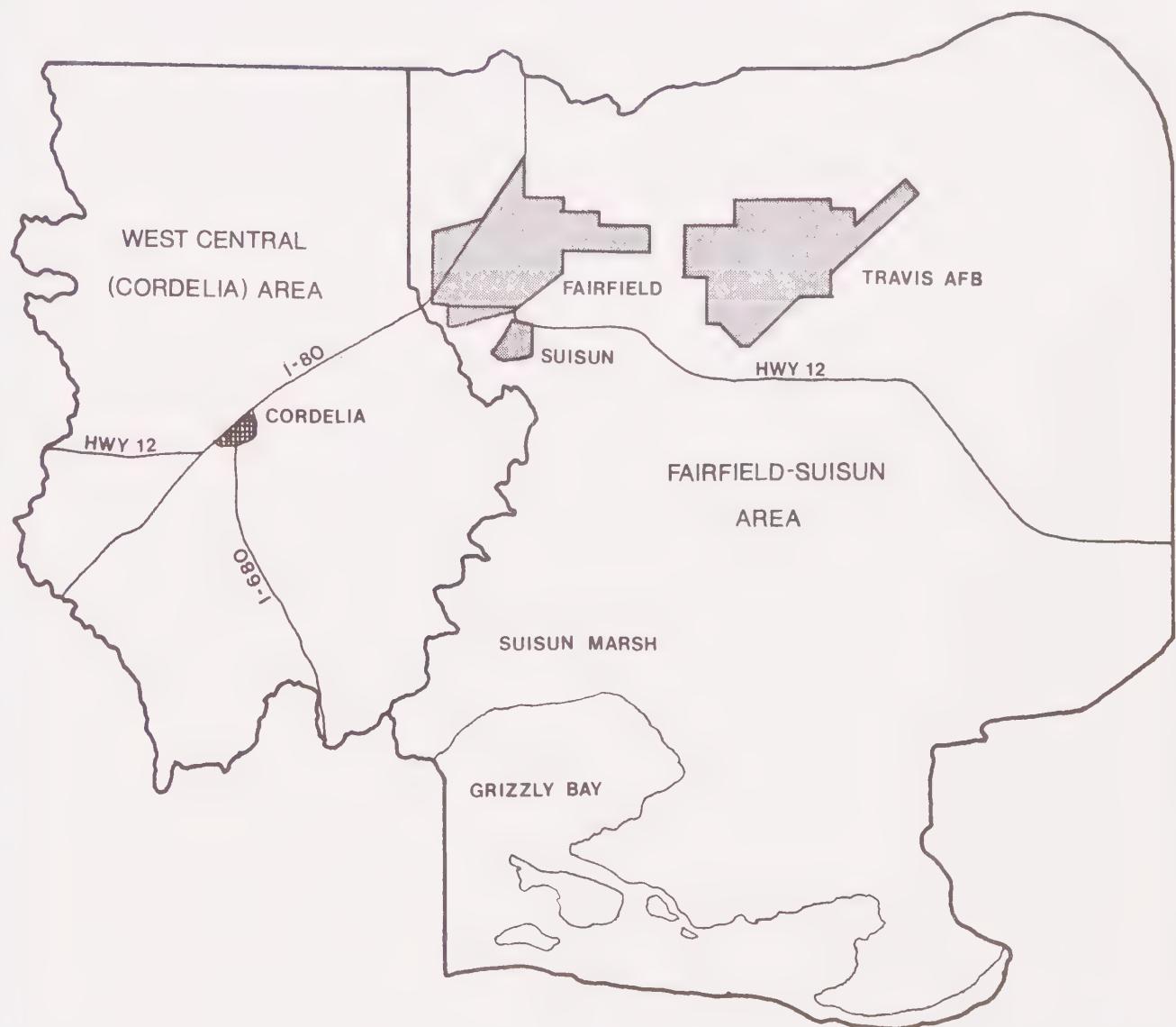
Two school districts and one college district presently provide public education for approximately 26,000 students in and, in the case of the college district, beyond the immediate planning area.

In regard to future building activity and expansion the Fairfield-Suisun Unified School District, the supplier of public educational services to most of the children in the planning area, has set enrollment limitations for new elementary and high schools. To efficiently accommodate changing needs in the area, the District has adopted programs which emphasize flexible space utilization, limitations on the construction of permanent space facilities and the adoption of the "Core" school concept. However, it is noted that currently the District lacks the capital required to construct most of the facilities required by increased enrollment.

In addition, the District actively pursues cooperative programs with the City leading to joint planning of new residential areas and the development of recreational areas in conjunction with the acquisition and construction of new school sites.

## REGIONAL COMMERCIAL AIRPORT

Studies produced in 1976 concluded that civil-commercial use of Travis Air Force Base will not be required for some time. Because such a use would have far reaching and decisive impacts on the area, however, the Element recommends a specific plan be made in advance of further development programs in the area.



## CITY OF FAIRFIELD GENERAL PLAN

## LAND USE ELEMENT

### Central Solano County Planning Area



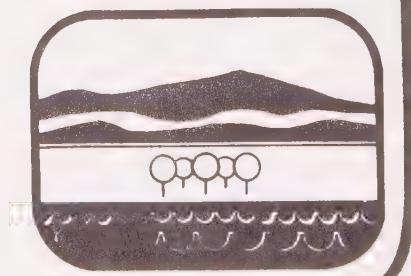
NORTH

0

5 MILES

SCALE

Figure 1





## UTILITIES

The General Plan EIR/Environmental Assessment raises questions regarding the City's ability to provide adequate water supply and sewage disposal to keep pace with future development. The assumption is, however, that water supplies and sewage treatment plant expansions will keep pace with the demands of City growth.

## PUBLIC SAFETY

Even as the growth of the City has placed increasing demands on them for service, the Fairfield police and fire departments have maintained commendable public service records. It appears obvious, however, that the Fire Department must develop and maintain additional facilities in areas contemplated for new development if it is to maintain an adequate emergency response time.

## INTRODUCTION TO THE ELEMENT

The Central Solano County planning area (see Figure 1) encompasses upwards of 350 square miles. Of this area approximately 17% is committed by local plans to urban forms of development through the year 2000. The General Plan Diagram is designed to illustrate this and other land use data in a composite fashion and also to include land uses proposed by the City of Fairfield in the Cordelia area.

In this element principal land uses in the Fairfield and Cordelia urban growth centers are described in relation to their existing condition and the form their future development should take. In support of this description, discussion is directed to the environmental impacts associated with each land use and the policies and measures designed to mitigate the adverse effects of such impacts.

## CONTENT AND SCOPE

### GENERAL PLAN COMPONENTS

In essence the Land Use Element is only one of a number of individual components which constitute the Fairfield General Plan. In addition to the Land Use Element these include the general plan elements for:

HOUSING

OPEN SPACE AND CONSERVATION

WATER/SEWER/DRAINAGE

SCENIC ROADWAYS

HEALTH AND SAFETY

TRANSPORTATION AND CIRCULATION

RECREATION

ENERGY

Each element is designed to provide guidance in a certain area of the City's growth and development. Together the elements provide a comprehensive view of the goals, programs and policies that should be employed to shape Fairfield during the next twenty-one years. With the exception of the Recreation, Energy and Water Sewer Drainage Elements, each of the above elements is required by state law.

Further, the General Plan recognizes a specific plan for the new Cordelia area urban growth center. This plan entitled the Cordelia Area Specific Plan, is designed to provide special development regulations for the Cordelia area and taken together with the Land Use Element described in the following pages for the established Fairfield urban growth center, constitutes the land use program for lands in and proposed to be part of the City of Fairfield.

In addition to these components, the Plan includes a number of other special documents that should be referred to by the readers of the Land Use Element.

#### General Plan EIR/Environmental Assessment

The General Plan also incorporates the recommendations of an environmental impact report. The findings and conclusions of the Plan are analyzed in this document to assess the impacts they might have on the planning area environment and mitigation measures are recommended in the form of general plan policies that are to be implemented to alleviate adverse environmental impacts that can occur as the Plan is carried out. The potential impacts that can result are summarized as a preface to the policies that pertain to each individual land use in the pages that follow. In support of this, a document called "The Fairfield General Plan EIR/Environmental Assessment" has been developed to serve as a source of technical information concerning the General Plan and as an assessment of local environmental conditions.

#### The General Plan Diagram

The General Plan Diagram is a graphic representation of the urban land uses both existing and proposed in the Fairfield General Plan. While the diagram is the instrument most often referred to by the public, it cannot be interpreted fully without reference to the remaining parts of the general plan, including the land use element. Only those proposals appear on the General Plan Diagram which lend themselves to graphic description.

A note should also be made concerning the timing of the development of the land uses shown on the diagram. All such uses proposed within the Urban Limit Line are illustrated, however, the full, total development, or build out of the urban land uses shown could occur near the year 2000 or considerably beyond the year 2000 depending on the City's rate of growth.

#### General Plan Findings

To provide summary information on the content of the General Plan, a document called "The Fairfield General Plan Findings and Conclusions" has been made available for general public distribution. This report includes the General Plan Diagram, General Plan goals and assumptions, implementing measures, major findings and conclusions of the Plan and the policies of each General Plan element.

#### Citizen Participation

In September, 1977, the Fairfield City Council appointed local citizens to serve on the General Plan Review Committee. This body was charged to review the existing general plan for the Fairfield area and make recommendations to the Fairfield Planning Commission and City Council concerning land use, transportation and circulation and recreation policies that would be incorporated into elements of the revised General Plan. In addition, certain committee members were also asked to study and comment on special general plan issues such as energy conservation and policies concerning blighted areas.

During its initial period of review, lasting through June, 1978, the Committee met faithfully on a regular basis to prepare its recommendations which, with very minor exceptions, have been incorporated into this General Plan document. A final review of the draft General Plan was conducted by the Committee in 1979 prior to the presentation of the document to the Fairfield Planning Commission City Council.

## THE LAND USE AREA

### THE URBAN PATTERN

#### URBAN GROWTH AREAS

With minor exceptions, the developed, urbanized portions of the Central Solano County planning area are confined within the existing municipal limits of Fairfield and Suisun City. At the turn of this century, Fairfield and Suisun City could be distinguished, one from the other, as small town centers; Fairfield developing slowly outward from the Solano County Courthouse area and Suisun growing around a railroad division point and minor port facilities. A total view of the municipalities during the 1960's showed, however, a more or less constant growth pattern oriented across an area bounded by Highway I-80, and Suisun Valley to the west and Travis Air Force Base to the east.

A number of things contributed to this form. There had been until recently, for example, an abundance of open, marginally productive agricultural land where the original city centers were located that was favorable to urban settlement. Also, urban growth had been steadily directed across the area in a westerly direction by the presence of two dominant features of the planning area, neither of which were amenable to typical urban development. These were the Suisun Marsh occupying 130 square miles of the southerly portion of the area and 60 square miles of hilly and mountainous areas in the northerly and particularly in the northwesterly portions of the planning area.

The urban pattern has been confined then, between the hilly areas and marshlands to the north and south, the still highly productive Suisun Valley farm lands to the west and more recently by the military use and character of Travis Air Force Base to the east.

In this present decade, however, urban growth direction that had been largely inhibited by these constraining factors, became influenced by other factors that were effectively altering the direction new urban development would take in the planning area. The City of Fairfield, which has assumed a dominant role in the area as a supplier of urban services gained, for example, new abilities to provide these services not only to its settled areas, but beyond its boundaries to thousands of newly annexed acres around the old Cordelia community.

Tables 1 and 2 provide an analysis of existing and proposed land uses in Fairfield.

### THE URBAN LIMIT LINE

The land use diagram for the Fairfield General Plan shows an "Urban Limit Line" which describes recommended spatial limits for the Fairfield and Cordelia urban growth centers. Policies of the Plan direct that urban development be confined within the Urban Limit Line clear of valuable open space areas which should be preserved including watershed lands, Suisun Marsh and the productive farm lands of Suisun Valley. The line generally follows the "Sphere of Influence" boundary currently proposed by Fairfield to be adopted by the Solano County Local Agency Formation Commission.

TABLE 1  
 URBAN LAND ALLOCATION  
 Fairfield General Plan

December 1978  
 Gross Acres

<u>Land Use Category</u>	<u>Location</u>	<u>Developed</u>	<u>Proposed for Development</u>	<u>Totals</u>
Residential	Fairfield Growth Center	3,173	3,125	6,298
	Cordelia Growth Center	-0-	2,510	2,510
Commercial	Fairfield Growth Center	603	858	1,461
	Cordelia Growth Center	43	617	660
Industrial	Fairfield Growth Center	194	2,572	2,766
	Cordelia Growth Center	19	451	470
Parks	Fairfield Growth Center	95	128	223
	Cordelia Growth Center	-0-	440	440
Institutional	Fairfield Growth Center	362	290	652
	Cordelia Growth Center	-0-	670	670
		4,489	11,661	16,150

TABLE 2  
 TOTAL LAND AREAS: City of Fairfield\*  
 Fairfield General Plan  
 December 1978

<u>Location</u>	<u>Area</u>
Cordelia Growth Center	10.87 sq. mi.
Travis Air Force Base	7.55 sq. mi.
Fairfield Growth Center	31.88 sq. mi.
TOTAL	50.30 sq. mi.

\* Includes large open space areas southeast of Travis Air Force Base.

The location of the Urban Limit Line was arrived at in part by evaluating open lands around Fairfield which offered significant physical constraints to urban development and the natural geologic, flood and fire hazards found in surrounding portions of the planning area as described in the Health and Safety Element to the General Plan. In the foothill areas north and northwest of the Fairfield growth center, the line is located along the 200-foot elevation contour which is considered to be the limit of the City's water service area, except for areas which have already been annexed into the City. It should be noted that the City will study and evaluate the appropriateness of extensive agricultural and rural residential uses above 200 feet on lands which are or may be annexed to the City. The Urban Limit Line clearly spells out a commitment on the part of the City of Fairfield during the time of the Plan to respect the integrity of the surrounding non-urban areas and is designed to remove uncertainties in processes the City might employ to schedule capital improvements and the delivery of public services and to develop annexation programs.

#### URBAN GROWTH CENTERS

The Fairfield General Plan recommends that two urban growth centers be established in the planning area as shown on the General Plan Diagram. A new center, described in the adopted Cordelia Area Specific Plan, is to be developed around the old Cordelia community and is designed to accommodate some 37,000 persons. A second center, described in this element, includes the existing urban area of the City of Fairfield and should accommodate ultimately a population exceeding 90,000 persons.

There are merits to identifying urban growth centers. Such centers offer opportunity for political jurisdictions to more efficiently deliver public services to areas of social need and, in addition, define areas where urban growth should logically occur and be confined clear of natural open areas.

It is also reasonable to propose that two growth centers, rather than one, be located in the planning area because while the Cordelia growth center will be served by the City of Fairfield and is a part of the City, it will also be separated physically from Fairfield by Suisun Valley, by flood plains and producing agricultural lands.

# GOALS AND POLICIES

## GENERAL PLAN GOALS

The following General Plan goals provide a philosophical direction and a basis for the policies found in the General Plan Land Use Element.

### GOAL NO. 1:

#### Preserve and Enhance Natural Environment

It is the goal of the General Plan to preserve and enhance the quality of living by preventing the degradation of the natural environment, by taking steps to offset and alleviate the effects of that degradation which already has occurred, and by seeking a harmonious balance between the natural environment and the economic and social benefits to be derived from the natural resources of the planning area.

Increasing public concern has been evidenced throughout the nation with conserving and enhancing the environment. This concern has been demonstrated locally by the work of many residents and public agencies to preserve the Suisun Marsh and other significant natural areas in the planning area. A basic determination of the Plan is to maximize the opportunities for urban development in restricted portions of the planning area, and act to conserve the valuable natural open lands that surround the centers of urban growth.

GOAL NO. 2:

Higher Levels of Community Design

Development within the Cordelia area and within the larger, already established Fairfield area, is to reflect higher levels of community image and design than normally would be expected from conventional approaches to development.

It is possible to effect a higher level of local urban design than that allowed by typical uniform zoning and subdivision regulations. Indeed, rising public disenchantment with the sprawling, monotonous commercial and residential land use patterns that have resulted from adherence to such regulations, demands that public efforts be made to implement innovative designs leading to a higher quality of urban development.

Planned Development regulations as described in the City's Zoning Ordinance are a principal means that the City employs to encourage greater flexibility and innovation in the development of the City's land for urban uses.

GOAL NO. 3:

Balancing the Social and Economic Cost of Urbanization

Continuous efforts must be made by the jurisdiction administering this Plan to encourage activities that provide jobs and create the economic base necessary to achieve greater local self-sufficiency and a balance between public service costs and revenues.

There is a critical need to develop systems that can, on a continuing basis, measure the resources of the community and the revenues required by the community to finance the public services it offers. While this goal is now being implemented in the Cordelia area, the General Plan recommends its application as well in the established Fairfield urban growth center.

GOAL NO. 4:

Jurisdictional Cooperation

It is a goal of this Plan to achieve the measure of jurisdictional cooperation in the planning area necessary to make the Plan a reality.

The future of the City of Fairfield exists within the context of the larger central Solano County community. Interjurisdictional programs and procedures should be initiated between the local cities and the County that will further cooperative planning and development programs in the planning area.

GOAL NO. 5:

Equality of Opportunity

Every effort must be made by citizens in the planning area to assure equality of opportunity to new and existing residents, to racial and ethnic minorities, and to people of low and moderate income in the provision of public services and facilities and in meeting housing needs.

Undoubtedly the assistance of federal and state agencies will be called upon by the City to achieve this goal. While enlisting this assistance, however, creative ways must be found by the local community as well to marshall its own human and natural resources toward this end.

## GENERAL LAND USE DEVELOPMENT POLICIES

Unlike the goals of the Plan, which are general in nature, the policies are statements which describe the intent of the plan in more practical detail. The policies in this Element are of significance to the entire City. Other policies which have special meaning only to the Cordelia urban growth center should be referred to in the Cordelia Area Specific Plan.

Listed immediately below are policies that have general application to all land uses described in the Element. Policies that have direct application to a specific land use are included further on with each land use as it is described.

### AREAWIDE MANAGEMENT POLICIES

1. What is urban shall be municipal. Urban lands shall be those situated within the Urban Limit Lines established by the General Plan. Urban development shall be that development requiring basic municipal services.
2. The existing cities in the planning area are the most logical entities to provide municipal services to areas of urban growth.
3. The City committed to provide municipal services should do so only within those areas committed by the General Plan to urban growth patterns.

4. County and City agreement and cooperation shall be the principal means of maintaining the integrity of the General Plan.

#### LOCAL MANAGEMENT POLICIES

##### 1. Planned Development

Planned Development (PD) regulations, as described in the City's Zoning Ordinance, are to be the exclusive means of development regulation in the new Cordelia urban growth center. In the established Fairfield area growth center, PD regulations are to be employed as a principal development process.

##### 2. Specific Plan Areas

The General Plan recommends that two Specific Plan areas for more detailed study and regulation be established in the planning area. One proposed area, already implemented by the City of Fairfield, includes the entire Cordelia area urban growth center as described in the Cordelia Area Specific Plan. Another specific plan area is for a large area of undeveloped land now shown for extensive agriculture on the Land Use Diagram and designated as a Study Area immediately south and southeast of Travis Air Force Base in anticipation of the eventual establishment there of a regional commercial airport. The intent is to deny other uses for this property until final decision can be made concerning the feasibility of developing a commercial airport there.

### 3. Paradise Valley Plan

A plan should be prepared for the development of the Paradise Valley area or those lands as shown on the General Plan Land Use Diagram within the Urban Limit Line, generally bounded by Highway I-80 to the west and Putah South Canal to the south, and excluding those lands now approved for development by the City of Fairfield.

Because of the special value attached to Paradise Valley by the local community, a development plan prepared jointly by the owners of property included in the area should include criteria for regulating development that would reflect the social, economic, and environmental goals found in the Fairfield General Plan; recognize the value of the productive agricultural land found there, and seek to maintain the special physical character of Paradise Valley.

To allow the preparation of a development plan for this area to proceed as efficiently as possible, the City should also impose a moratorium on the development of unincorporated Paradise Valley lands until the plan is prepared and adopted by the City. Details concerning the timing of the moratorium, the area to be finally considered for the development plan and the scope of work are to be recommended by the Fairfield Planning Commission prior to the commencement of work. In the event that the property owners do not jointly prepare a development plan for Paradise Valley during a time period to be decided by the City Council, then the City shall prepare the development plan as described above.

#### 4. New Development

The City should continue its policy of requiring new development to pay its own way through the imposition of development fees and development conditions. To weigh public service costs in relation to anticipated revenues, and to weigh economic and social benefits generated by pending development, the City had devised a cost-revenue accounting system. Because the type of information derived from such a system is of vital importance to the efficient management of the City and necessary to carry out the intent of certain general plan goals and policies, it is recommended that the following components be implemented:

- a. A Capital Improvement Program including the estimated costs and priorities of and revenues required by public capital construction projects;
- b. A system that will measure on a cumulative basis the revenues to be derived from and the public costs attached to each development project.

## **RESIDENTIAL DEVELOPMENT**

### **EXISTING CONDITIONS**

Typical of most California communities Fairfield devotes the largest amounts of its urban land by far to residential settlement. Table 1 shows the amount currently developed, excluding Travis Air Force Base, to be about 72% of the City's total developed land area.

Because most of the residential building activity has occurred in Fairfield since 1960, a substantial amount of the City's housing stock (42%) is less than 10 years of age. Currently there are approximately 15,000 residential units in the City and of these almost 70% or 10,500 units are single-family dwellings.

A more thorough analysis of the condition and availability of Fairfield's residential housing supply can be found in the General Plan Housing Element and the General Plan EIR/Environmental Assessment.

Prior to 1960 most residential development in Fairfield was confined south of Travis Boulevard with the original Fairfield residential settlement constructed prior to World War II concentrated in and around the City's original Central Business District on Texas Street west of the Solano County Courthouse. The 1960's saw a marked expansion of residential land development to the north of Travis Boulevard beyond Air Base Parkway and also to some lands west of Highway I-80.

The direction of new residential development in the City of Fairfield in the 1970's has continued to the north on the periphery of existing development. Residential development proposals for the Cordelia urban growth center, however, now constitute 37% of the almost 7,000 units of future residential construction applied for, either pending or approved or in stages leading to approval by the City.

In Suisun City, until recently, residential development has been confined to areas in and around the original town center. During the last few years, however, Suisun City has witnessed a sudden burst of residential land development activity in areas lying northeast of the town center.

## FUTURE CONDITIONS

Three categories of residential density are employed in the Fairfield urban growth center as shown below on Table 3. On the General Plan Diagram the average number of residential units per acre in various parts of the City are shown including the Cordelia area growth center.

TABLE 3  
Categories of Residential Density

Average Density Category	Per Gross Acre
Low	2.5 and 4.2 dwelling units
Medium	9 and 18 dwelling units
High	Over 18 dwelling units

Residential densities are expressed in terms of the number of housing units per "gross" acre both in this element and on the General Plan Diagram. Thus, a gross acre includes not only the net area required for actual residential use, but also the area required for minor and collector streets, utilities, and public open space for recreation corridors required to serve the housing area involved. Uses such as major arterial streets, elementary, junior and senior high schools, neighborhood and community parks, community-wide recreation corridors, churches, business and professional offices, commercial areas and other uses which serve several neighborhoods or the community at large are not included in the term "gross acreage" for purposes of calculating the allowable number of housing units in a given area.

The average density is to be maintained for the project area. Public discretion may be employed to sanction lower or higher numbers in certain portions of the project area if social and natural environmental conditions appear to warrant such action. This is particularly applicable to projects in medium or high residential areas where multiple housing units may be introduced in combination with single-family detached dwellings according to the planned development process.

As shown on the General Plan Diagram, new residential patterns of development in the Fairfield urban growth center are requiring more land area or a lower density of construction for the average dwelling unit, dropping from 4.2 units per gross acre south of Cement Hill Road and Waterman Boulevard to 2.5 units per acre north of these routes. Note should also be made of areas where much higher residential densities of 12 or more units per gross acre are proposed along the northerly periphery of the City's regional shopping center (Solano Mall) and south of the original Fairfield Central Business District.

The aim here and in other areas of the City devoted to high density residential land uses is to provide for a greater variety of housing and locate such uses in proximity to existing or proposed retail commercial areas, professional offices, recreation and entertainment centers and city and county government facilities in order to provide ease of access for the greatest numbers of residents.

In the Cordelia urban growth center residential densities are generally higher than in the established Fairfield center and more concentrated in proximity to transportation corridors and commercial and industrial activity centers with densities commonly in the range of 11.7 units per gross acre.

Like the Cordelia growth center, where it is required by regulation, planned unit development has become an integral part of the development process in the Fairfield growth center for residential projects of appreciable magnitude. Also, in both growth centers, official conditions for residential development increasingly call for recreation corridors that provide open space, define residential neighborhoods and link residential areas with public and private activity centers, publicly owned recreation park lands and schools.

#### CONSTRUCTION TRENDS

##### New Construction

At the present time the City of Fairfield has almost 7,000 units of residential construction either approved or in stages leading to approval by the City. Of this number approximately 2,600 units are scheduled for construction in the Cordelia growth center. Of the 4,400 units remaining for construction in the Fairfield growth center approximately 1,700 units or 25% are projected for construction in north Fairfield (Area 2).

In the Goals and Policies section of the Land Use Element two growth scenarios are described. A 'Low' growth scenario projecting 600 new units of housing per year through the year 2000 and a 'High' growth scenario projecting 1000 new units of housing to be constructed annually during the same period.

Tables 4 and 5 are presented for each scenario to show cumulative new housing units to be constructed in relation to new populations and residential land absorbed.

### Hillside Development Control

It is evident that the City will consider increasing numbers of applications for the residential development of hillside areas surrounding Fairfield. It is also evident that uncontrolled development of the hilly areas, even at the low densities proposed there on the General Plan Diagram, can lead to the destruction of these areas as a valuable natural scenic resource. To offset this, the Element recommends in the policy section that the City adopt a hillside grading ordinance.

Because of the unique sensitivity of the areas in question such an ordinance should employ general guidelines and criteria rather than consisting of detailed standards.

TABLE 4

CUMULATIVE NEW HOUSING UNITS, POPULATION AND  
RESIDENTIAL LAND ABSORBED 1979-2000

City of Fairfield Low Growth Scenario  
(Figures are cumulative for all growth starting January 1, 1979)

Category	Year 1979	1980	1985	1990	1995	2000
New Housing Units	600	1,200	4,200	7,200	10,200	13,200
New Populations <sup>1</sup>	1,812	4,009	15,032	26,917	41,776	59,350
New Residential Land Absorbed (Gross Ac.) <sup>2</sup>	133	267	933	1,600	2,267	2,933
Total City Population	56,212	58,409	69,432	81,317	96,716	113,750

1 City of Fairfield est. population Jan. 1978: 54,400

2 Assuming 4.5 dwelling units per gross acre

Source: General Plan EIR/Environmental Assessment

NOTE: The above calculations do not assume dedication for open space, parks, schools, etc. as explained on page 12.

TABLE 5

CUMULATIVE NEW HOUSING UNITS, POPULATION AND  
RESIDENTIAL LAND ABSORBED 1979-2000

City of Fairfield High Growth Scenario  
(Figures are cumulative for all growth starting January 1, 1979)

Category 1979	1980	1985	Year 1990	1995	2000
New Housing Units		1,000	2,000	7,000	12,000
New Populations <sup>1</sup>		3,237	6,902	25,003	44,939
New Residential Land Absorbed (Gross Ac.) <sup>2</sup>		222	444	1,556	2,667
Total City Population	57,637	61,302	79,403	99,339	127,229
					162,948

1 City of Fairfield est. population Jan. 1978: 54,400

2 Assuming 4.5 dwelling units per gross acre.

Source: General Plan EIR/Environmental Assessment

## POTENTIAL IMPACTS SUMMARY

The following major categories of impact would occur as a result of General Plan Implementation:

1. The total number of new housing units which could be constructed in the developable area shown on the Land Use Diagram would be 25,701. Of these, 68% would be single-family and 32% multi-family. By the year 2000, between 13,000 and 25,000 units would be built depending on the actual rate of growth experienced in the planning area.
2. New sales and rental housing would be substantially more expensive than existing housing in Fairfield as a result of inflation.
3. Build-out of industrial parks and other job-creating developments would result in substantial demand for new housing within commuting distance of Fairfield. At least 10,000 to 15,000 households can be expected to seek housing in Fairfield itself.
4. Because of inflationary pressures, the private housing sector by itself is unlikely to provide an adequate supply of low-and moderate-cost shelter.
5. The likelihood of an extreme housing shortage in Fairfield under these conditions would make it economically possible for owners of existing housing in central Fairfield to let their property deteriorate and still rent at substantial prices. Hence, the construction of new suburbs and new industrial parks on the outskirts of Fairfield may result in the deterioration of central Fairfield.

## RESIDENTIAL POLICIES

Policies prepared to support the residential development proposals described above and to mitigate potential environmental impacts resulting from such development are shown below. Many of the policies are designed specifically to accomplish certain of the City's housing objectives found in the General Plan Housing Element as the development of residential land proceeds.

1. The City of Fairfield should provide for a variety of dwelling types, including apartments, townhouses, condominiums, mobile homes and single-family homes at densities which:
  - a. Maximize environmental quality;
  - b. Minimize land requirements and costs of public utilities and services per housing unit; and
  - c. Maximize market accessibility by families in all income brackets
2. Mobile homes should be permitted only within carefully designed and well-maintained mobile home parks; mobile home parks should be treated as if they were multi-family housing areas; high standards of development and maintenance are to be met, including standards governing the provision of recreation and open space, landscaping, and the exterior appearance of mobile home units.

3. All residential areas are to be designed in consideration of proposals of the General Plan which call for the "neighborhood" as the smallest physical unit of a larger residential district environment which provides pedestrian and vehicular circulation, educational and cultural facilities, recreation and open space, police and fire protection, and supportive professional, convenience shopping and personal services required by the population of the district.
4. Residential areas should provide for the needs of elderly citizens to assure their being accessible to activity centers and shopping areas and to provide the option of continuing to reside in neighborhoods of mixed economic, ethnic and age groups.
5. Working in cooperation with the City of Fairfield and each other, developers of new residential areas shall develop positive programs to assure that the full range of needs within the local housing market will be reflected in the building of the Cordelia and Fairfield growth centers.
6. Working in cooperation with the City of Fairfield, the business and industrial community, and each other, developers shall develop positive programs which seek to maximize opportunities for the use of local labor in the housing and community building process.
7. The City should adopt guidelines and criteria for residential development that act to discourage extensive hillside grading and work instead to preserve the natural character of the hilly areas around Fairfield. Hillside areas may be developed only if the design and siting would enhance or at least maintain the visual quality of affected land forms.

8. The City should, on a regular basis, reassess its housing programs and the level of industrial development anticipated in the community. If inequalities are revealed, the City should consider one of the following means of attaining a balance between residential and industrial growth:

- a. Upzoning of selected residential areas.
- b. Reallocation of industrial land to residential uses.

## **COMMERCIAL DEVELOPMENT**

### **EXISTING CONDITIONS**

The first retail commercial area in Fairfield was established before the turn of the century in what is now known as the City's central business district; a six block area along Texas Street, between Pennsylvania Avenue and the County government center. During World War II and after, spurred on by the installation of Travis Air Force Base, many new commercial outlets proliferated along North Texas Street including the location of two community shopping centers.

Other areas of commercial land use in Fairfield have also developed during the last decade, particularly at Travis Boulevard and Pennsylvania Avenue where a major full-line department store has been constructed and west of Highway I-80 where a significant amount of highway and residential related commercial uses have recently been established.

As Table 6 shows most developed commercial lands in the Fairfield urban growth center are devoted to retail sales use. Most of these uses (See Figure 2) occupy a narrow strip extending along Texas Street, east through the downtown central business district and then north along North Texas Street past Air Base Parkway to highway commercial locations at the intersection of North Texas and Highway I-80. All categories of commercial retail sales are offered along this six mile route from apparel and home furnishings, to eating and drinking places and auto supply outlets.

In the newly established Cordelia urban growth center commercial development is as yet confined largely to highway related uses with such uses locating currently along Highway I-80 (see the Cordelia Area Specific Plan Diagram).

Policies in the Cordelia Area Specific Plan, adopted in July 1975, recommend that the Fairfield urban growth center serve as the principal retail trade center for both the Fairfield and Cordelia centers and surrounding suburban and rural areas. Fulfilling this objective are currently the two established community shopping centers on North Texas, the Central Business District and the regional shopping center at Pennsylvania and Travis Boulevard.

TABLE 6  
 COMMERCIAL LAND ALLOCATION  
 Fairfield General Plan

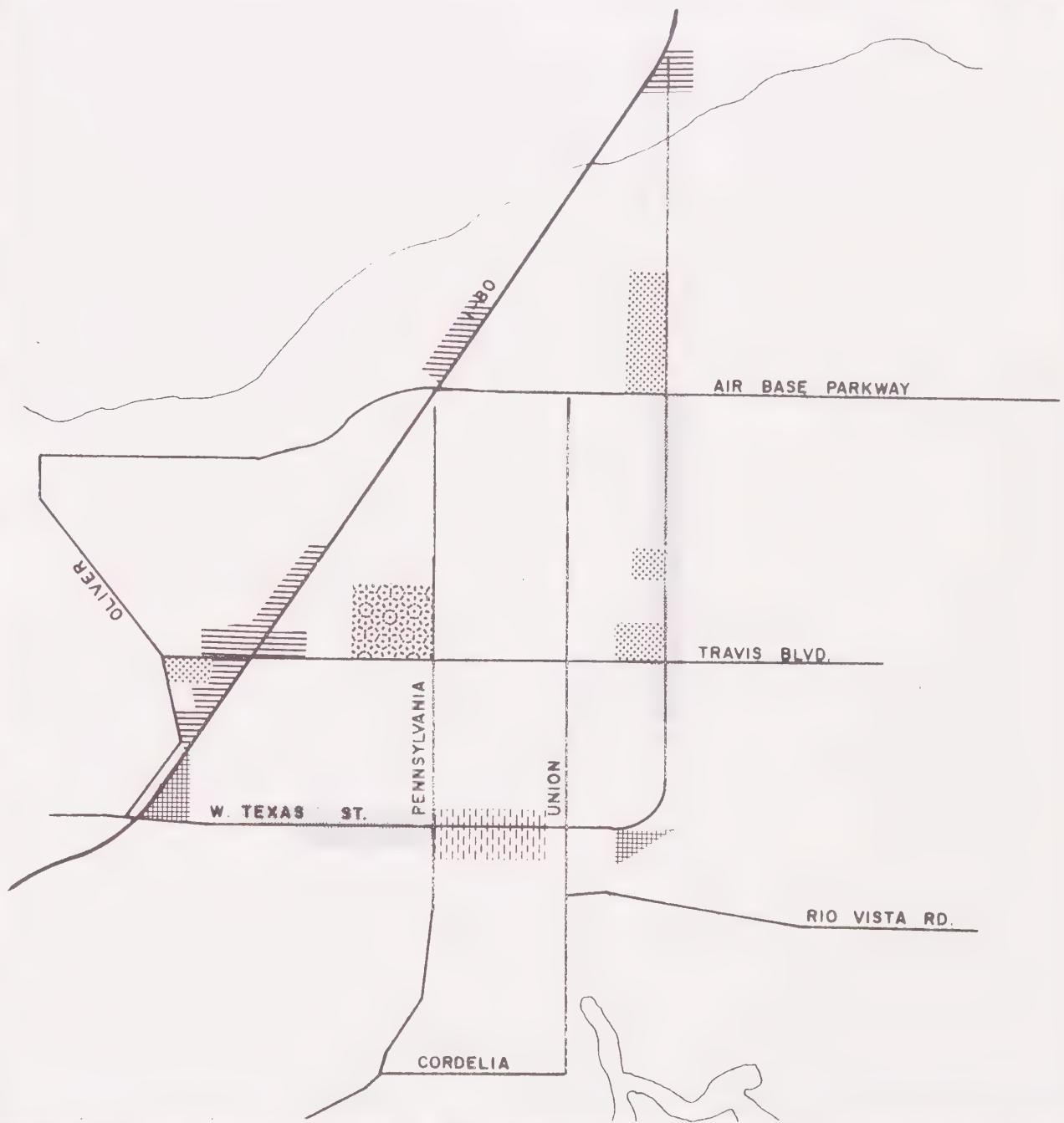
Fairfield Urban Growth Center  
 December, 1978  
 (Gross Acres)

<u>Category</u>	<u>Developed</u>	<u>Undeveloped</u>
Neighborhood	69	32
Community	16	19
Service	113	427
CBD	37	N/A
Hwy. Thoroughfare	304	280
Office	64	45
Regional	N/A	55
Totals	<u>603</u>	<u>858</u>

Cordelia Urban Growth Center  
 December, 1978  
 (Gross Acres)

<u>Category</u>	<u>Developed</u>	<u>Undeveloped</u>
Neighborhood	6	30
Community		85
Service	2	165
Highway/Regional	38	380
Totals	<u>46</u>	<u>660</u>

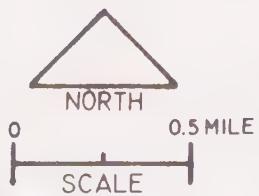
Commercial development in Suisun City probably predates that in Fairfield, however, such development is currently of a minor nature. New commercial development is occurring in north-easterly portions of Suisun in response to the needs of newly established residential neighborhoods. It is assumed though, that most local Suisun residents will continue, for the foreseeable future, to be attracted to the growing retail trade centers in Fairfield.



## CITY OF FAIRFIELD GENERAL PLAN

## LAND USE ELEMENT

### Major Commercial Areas



REGIONAL	THOROUGHFARE
COMMUNITY	HIGHWAY
CBD	SERVICE

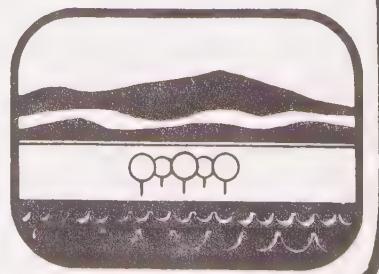


Figure 2



Travis Air Force Base presently offers the facilities of a Base Exchange and a Commissary for the use of active and retired military personnel and dependents. Between them these outlets provide most of the retail commercial items that might be required for those persons and families living on and off the Base.

Retail commercial establishments in Fairfield are presently estimated to occupy over one million square feet of floor space. The space allocated to each retail use is shown on Table 7. The proportional distribution of this space in the Fairfield growth center is shown on Figure 3.

## FUTURE CONDITIONS

In a report prepared for the revitalization of the Fairfield central business district in August, 1976 consultants to the City estimated that retail sales in the City could more than double over the next 20 years if the City's full potential could be realized.

Demands of this magnitude could require an increase in retail commercial gross floor area of over 100% or perhaps an additional 1,200,000 square feet. Projects in three key locations in the community and not shown on Table 7 recently constructed and operating will do much to meet this demand. These projects include two new community shopping centers; one located on North Texas, north of Atlantic Avenue and one on Travis Boulevard west of Highway I-80 totaling 230,000 square feet of commercial floor space mostly devoted to retail use.

Also, scheduled for completion by 1983 are 780,000 square feet of retail floor area in the City's designated regional commercial center at Travis Boulevard and Pennsylvania Avenue.

TABLE 7

## COMMERCIAL GROSS FLOOR AREA\*

## Fairfield Urban Growth Center

<u>Area</u>	<u>Gross Floor Area</u>	<u>No. of Units</u>
West Texas (East to Pennsylvania Avenue)	135,100 sq. ft.	52
West Texas (CBD-Pennsylvania Avenue to Jefferson Street)	170,100 sq. ft.	71
North Texas (Washington to Sacramento Northern Railroad)	305,100 sq. ft.	76
North Texas (Sacramento No. Railroad to Highway I-80)	246,620 sq. ft.	39
Along Highway - I-80	68,900 sq. ft.	27
Rest of City (including Travis Blvd. and Pennsylvania Avenue)	<u>195,800 sq. ft.</u>	<u>30</u>
Totals	1,122,170 sq. ft.	295

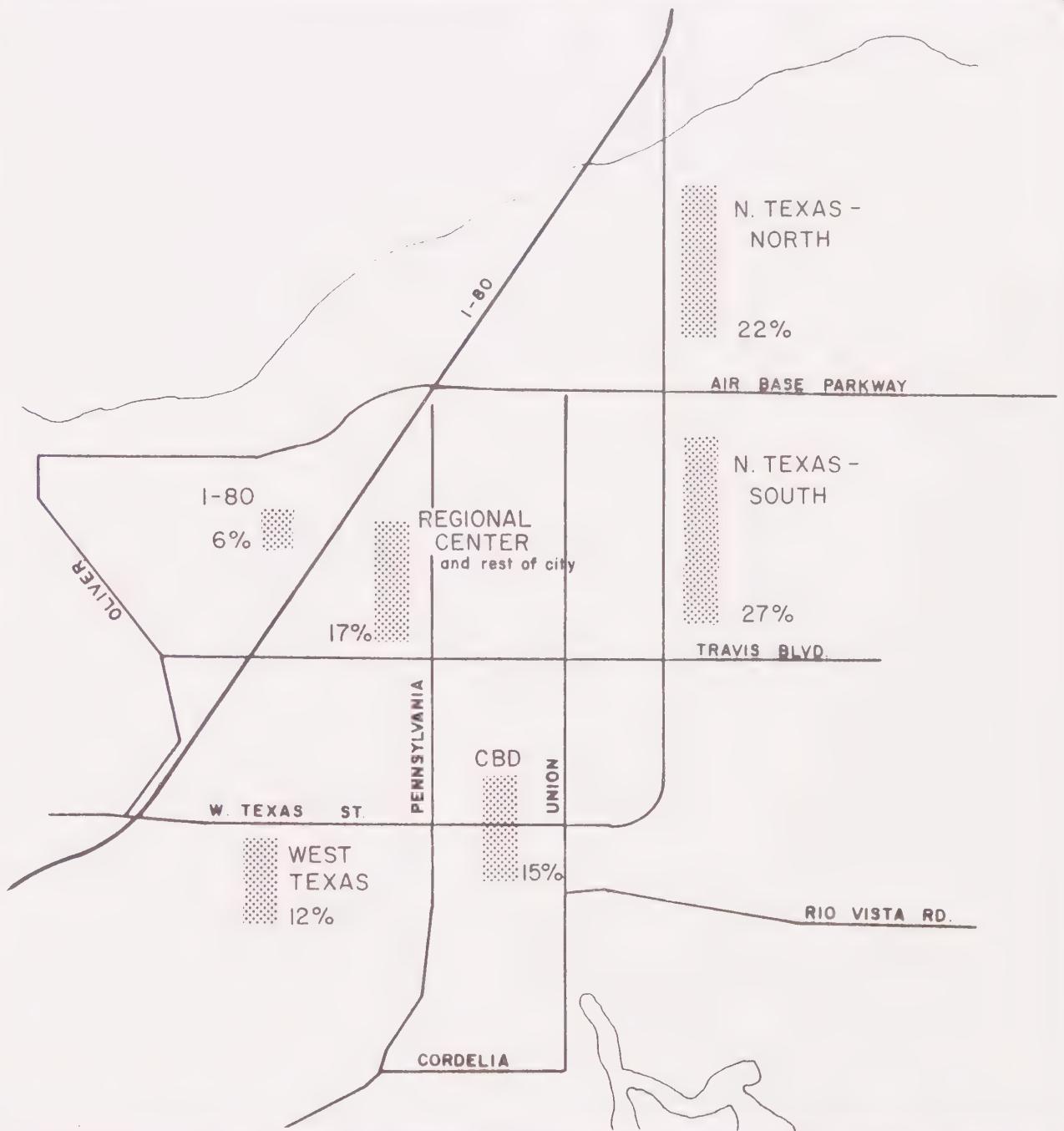
\*Measured from aerial photos dated 3-12-73 and field surveys:  
5-74 and 8-78.

Includes total enclosed building area

Includes retail commercial categories as designated by the California State Board of Equalization

Includes only establishments operating at the time of survey.

These projects total over one million square feet of commercial floor area and together with other smaller projects either under construction or planned for construction on North Texas Street, would appear to meet the City's demand for commercial floor area for the foreseeable future. To this must also be added almost 100,000 square feet of established retail commercial floor space situated on Travis Air Force Base involving the Base Exchange and Commissary.



## CITY OF FAIRFIELD GENERAL PLAN

## LAND USE ELEMENT

### Retail Commercial

### Floor Area Distribution,

### Major Commercial Areas



0 1 MILE  
SCALE

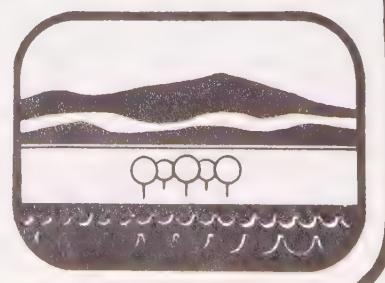


Figure 3



As Table 6 indicates, 371 acres of land are available for commercial expansion in the Fairfield growth center. Subtracting the lands presently committed to the projects enumerated above, approximately 270 acres remain for new commercial development. To this should be added 660 acres of undeveloped lands designated for commercial use in the Cordelia urban growth center to provide in large part for the new residential growth in that area. This substantial amount should, with some exceptions, provide a generous array of possibilities for commercial investors through the year 2000.

The exceptions would be in Fairfield's central business district where additional lands may have to be found and acquired to accommodate retail expansion of at least 50,000 square feet of floor area as recommended in the 1976 report noted above. Another exception would concern the lands designated for service commercial use in the Fairfield growth center. While there are ample undeveloped lands set aside for this purpose presently in the Cordelia area such lands are virtually non-existent in the Fairfield growth center. To compensate for this 427 acres are added to the commercial land use inventory in the Fairfield growth center with the major amount of such land concentrated at Walters Road and Air Base Parkway. The location of this land to be devoted to service commercial and appropriate limited industrial uses will be in proximity to the major City circulation routes and also provide for new residential areas.

It was estimated in the above cited 1976 report that only 50% to 60% of the existing potential for new office space in Fairfield was being realized and that office growth could more than double within the next 20 years. As if to reflect this estimate new professional commercial office gross floor area in Fairfield increased almost 55% in the years 1975 through 1978 with the major amount of this expansion concentrated in the Fairfield central business district.

While the central business district accounts for only about 15% of the City's retail commercial development it now accounts for more than half of Fairfield's professional office space (not counting banking or savings and loan institutions).

At this point some elaboration should be given to plans prepared recently to enhance commercial development in two areas of the community.

#### CENTRAL BUSINESS DISTRICT (CBD) REVITALIZATION PLAN

This Plan, including the area bounded generally by Pennsylvania Avenue and Kentucky, Washington and Delaware Streets, was adopted as an amendment to the General Plan in March, 1978. The Plan is based on economic data which indicate that a substantial potential exists in the CBD for business and retail commercial expansion. The reader should consult the adopted Central Business District Plan for a more detailed explanation of the policies and proposals.

In general, the Plan proposes the following:

#### Traffic Circulation

Major east-west (Texas Street) and north-south (Webster Street) routes would remain open. Jackson Street is designated as a pedestrian mall area. In order to accommodate the relocation of Highway 12, Union Avenue would not extend north beyond Missouri Street. Jackson and Jefferson Streets would provide connections to relocated Highway 12 west and eastbound traffic.

### Land Use

The amendment proposes that retail expansion occur along a Jackson Street pedestrian mall between Texas and Kentucky Streets. Complimentary pedestrian mall development would also occur along Texas Street to unify the existing retail core with areas of retail expansion and also provide strong linkages between the Civic Center and the County Government Center.

Office expansion is to occur generally along Missouri and Empire Streets with a combined office-retail use designated for Texas west of Madison Street. In addition, multi-family use is designated along the fringe of the office-retail use to provide support for the CBD area.

### Parking

Existing and future parking requirements would be provided for through a parking assessment district.

### Pedestrian Circulation

Mall development, midblock openings, speed limit reductions and other improvements including the retention of 14 foot sidewalk on Texas Street are recommended to enhance pedestrian circulation.

TRAVIS BOULEVARD AND PENNSYLVANIA AVENUE REGIONAL RETAIL  
COMMERCIAL

This area includes over 50 acres and is now occupied, in part, by a major full-line department store. An earlier General Plan Review Committee recommended in 1973 that this area because of its extent, immediate access to regional highways, potential for expansion and proximity to areas of high density residential settlement, be designated as the City's major retail commercial expansion area.

In 1976, Fairfield established a redevelopment agency according to State of California statutes that would have jurisdiction in this area. A primary function of the Agency will be to finance the public improvements necessary to encourage commercial development of the area. The Agency has negotiated a participation agreement with the Ernest Hahn Co. A shopping center consisting of four major department stores and an enclosed mall is currently under construction on the site.

In addition, the City now owns over 60 acres of land along the northerly and westerly boundaries of the regional commercial site and designated on the General Plan Land Use Diagram for commercial, residential and community facilities land use. The area, called the Fairfield Gateway is being specially planned by the City through it's Redevelopment Agency to meet certain objectives including the creation of an attractive visual entrance to the City and achieving a maximum financial benefit to the City.

## CRITERIA FOR NEIGHBORHOOD AND COMMUNITY SHOPPING CENTERS

The following criteria shall be applied in the development of neighborhood and community shopping centers in areas designated for such uses on the General Plan Land Use Diagram:

1. Neighborhood Shopping Center. These provide goods and services in limited depth and variety to satisfy daily living requirements. The number one tenant is the supermarket, with up to 12 or 15 other tenants. The center covers up to 60,000 square feet of floor area, and provides parking facilities for up to 400 automobiles. It serves a trading area population ranging from about 10,000 to 40,000.
2. Community Shopping Center. These provide a wide variety of goods and services in both hard (hardware and appliances) and soft (wearing apparel) lines, in addition to convenience goods and services. The number one tenant is usually a junior department or large variety store; a supermarket is included. There are usually some 20 to 40 tenants. The gross area customarily ranges from about 100,000 to 200,000 square feet, with parking facilities provided for about 500 to 1,000 automobiles. The community shopping center serves a trading area population ranging from 40,000 to 60,000 or more people.

### Service Commercial

Three large commercial service centers are proposed. One is in Cordelia between I-80 and the Southern Pacific Railroad. The second is an area between Travis AFB and Walters Road south of Air Base Parkway. The third area is along Peabody Road north and south of the Southern Pacific Railroad tracks. Three small commercial service areas are shown on the south side of Texas Street at the curve; between Beck Avenue and I-80 and on the north side of I-80 west of Green Valley Road.

These centers provide for commercial service activities, including those which have large land use requirements. Uses such as auto repair, building material supply, warehousing, wholesale trade, contractors, suppliers and equipment yards.

The larger centers are designed to provide sites for uses with large land area requirements where good highway and rail access is available.

The smaller centers are reserved for lower intensity service operations which would be compatible with surrounding land uses.

### Highway Commercial

Four sub-categories of Highway Commerical areas are proposed to take advantage of the unique locational opportunities afforded in the two growth centers.

## Limited Use Highway Commercial Centers

Eight centers designated on the Plan Diagram are to be limited to combinations of uses permitted in the C-H District of the Fairfield Zoning Ordinance because of their proximity to residential areas. These centers are located at each of the interchanges along I-680 and on the north side of I-80 along Green Valley Road in the Cordelia growth center. In the Fairfield growth center locations are at the I-80/Texas Street interchange including portions of Magellan Road; on the west side of I-80 at Travis Blvd.; on the west side of I-80 at the I-80/Air Base Parkway interchange and on both sides of I-80 at North Texas Street.

## High Intensity Commercial Recreation Center

The large center south of the Red Top interchange on I-80 in the Cordelia growth center is set aside for development as a theme park. However, any large scale commercial recreation use similar to a theme park would be appropriate, as long as it can be shown that the character and scale of the operation would not be incompatible with land use proposals for adjacent properties. Other conditions of special importance are 1) that only uses of land, such as open space and parking, be permitted within the earthquake fault zone; 2) that the Red Top Road interchange be reconstructed to accommodate the regional traffic generated and 3) that space be provided for motel and hotel accommodations. In the event that a theme park or similar use is not developed, an optional use of the site would be a regional office center or center for scientific or industrial research and development activities.

## Automotive Sales and Service Centers

While several locations are possible and as a matter of practice auto dealerships are already developed in some areas, it is desirable to encourage such uses to concentrate while there is sufficient space for multiple dealerships for the convenience of the public and where high visibility and access is afforded from the freeway system. Such a consideration would also serve to maximize economic attraction. The areas along the south side of I-80 near the Suisun Valley Road/Pittman Road interchange and along Magellan Road are well suited for inclusion of such a complex.

## Motels, Hotels, Convention Center, Regional Offices and Other Highway/Regional Commercial Activities

Viturally all of the sites designated for Highway/Regional Commercial use have this potential, thus offering considerable flexibility to the developer of such properties. Only centers included in the "limited use" category described above have limitations in this regard due to the size of these sites and their relation to adjacent land use.

Both the Cordelia and Fairfield Growth Centers are strategically located for the attraction of a broad variety of commercial activities which demand high visibility and access from the freeway system and which would serve the metropolitan market of the San Francisco Bay Area. State and Federal offices, regional offices of nationally oriented companies, national chain motel and hotel operations and headquarters offices for California-based companies serve as examples. It is especially important that the potential for attracting these types of enterprises be preserved, in support of the policies of the General Plan which call for the creation of an economic base capable of supporting the development of the Cordelia growth center and expansion of the Fairfield growth center.

### Commercial Thoroughfare

The Commercial Thoroughfare category is used only in the Fairfield growth center and is designed to accommodate commercial uses which have accumulated along North Texas Street and Texas Street west of Pennsylvania Avenue. These uses consist of a variety of retail commercial and office uses, usually developed as freestanding units, which take advantage of the high traffic volume exposure that these streets offer. In order not to inhibit the traffic carrying capacity of these streets it is important to insure that driveway accesses are controlled and adequate street parking is provided.

In order to minimize the sometimes harsh visual effect of these so-called "strip" commercial areas, it is important to establish equitable but strict sign controls. Requirements or attractive landscape treatment for these business establishments also help to improve these composite visual effects. The City should consider undertaking median and landscaping designs for those areas south of Air Base Parkway as has been done north of the Parkway. This too will help in the area of traffic control and beautification.

### Business and Professional Office

Selected areas for business and professional office use are shown in the Fairfield growth center. These are intended to encourage non-retail, business and professional offices including medical facilities in areas where they provide both a convenience to users and where a sensitive transition treatment from retail trade areas and residential uses is required.

## POTENTIAL IMPACTS SUMMARY

The following major categories of impact would occur as a result of General Plan implementation:

The Cordelia Specific Plan proposes a large concentration of commercial uses around the interchange of I-680 and I-80. If realized to its full extent, this development may offer substantial and detrimental competition to existing commercial uses in Fairfield.

## COMMERCIAL POLICIES

Policies prepared to support the commercial development proposals described above and to mitigate adverse environmental impacts resulting from such development are as follows:

- (1) Land located adjacent to freeway interchanges along Interstate 80, 680, and Highway 12, except interchanges within areas designated primarily for agricultural or other open space use, should be reserved for highway commercial and industrial operations, where appropriate.

(2) Development proposals involving lands which have regional commercial potential should be conditioned to assure that the internal design of such lands is appropriate for such use, and that street improvements and utilities are provided during initial phases of development. The term "regional commercial" is not to be confused with, nor does it include the meaning of the term "subregional retail trade." The latter term refers to retail commercial activities serving both the Fairfield and Cordelia growth centers and their combined broader retail trade area, with the location of such retail facilities to be confined to the Fairfield growth center.

(3) Convenience-type retail and personal services which are needed frequently by the populations of the growth centers would be met by commercial centers which are geared in size and convenient relationship to the population of the neighborhoods which they are intended to serve.

(4) New commercial centers shall occupy only one quadrant of a street intersection if located at an intersection.

(5) Convenience-type retail and personal service centers, which are smaller in scale than neighborhood commercial centers, and which are located on sites not greater than one acre in area, may be located along major arterial and collector streets within residential neighborhoods and districts.

(6) Neighborhood and community shopping centers, where called for, are to be provided under a single ownership and should not be divided by a collector or arterial street.

(7) The historic Cordelia townsite is designated as an area where alternative use combinations are possible to achieve the restoration and enhancement as a major activity center. Residential and commercial structures are to be built which reflect the original architectural character of the townsite. Consult the Cordelia Area Specific Plan for additional clarification of the intent of the City's policies and proposals in this area.

## INDUSTRIAL DEVELOPMENT

### EXISTING CONDITIONS

Under the previous General Plan there were approximately 2800 gross acres of land in the Fairfield urban growth area committed to industrial use. This does not include 470 acres of land designated for industrial use in Fairfield but shown in the Cordelia Area Specific Plan for the Cordelia urban growth center. Further, in addition to the above described lands, the previous General Plan that includes Fairfield, places an industrial designation over many square miles of open agricultural grazing land in Solano County's jurisdiction almost completely surrounding Travis Air Force Base.

As Table 8 indicates only 194 acres are currently developed to such use. With minor exceptions, most of the developed industrial land in the Central Solano County area is located in the City of Fairfield (See Figure 4).

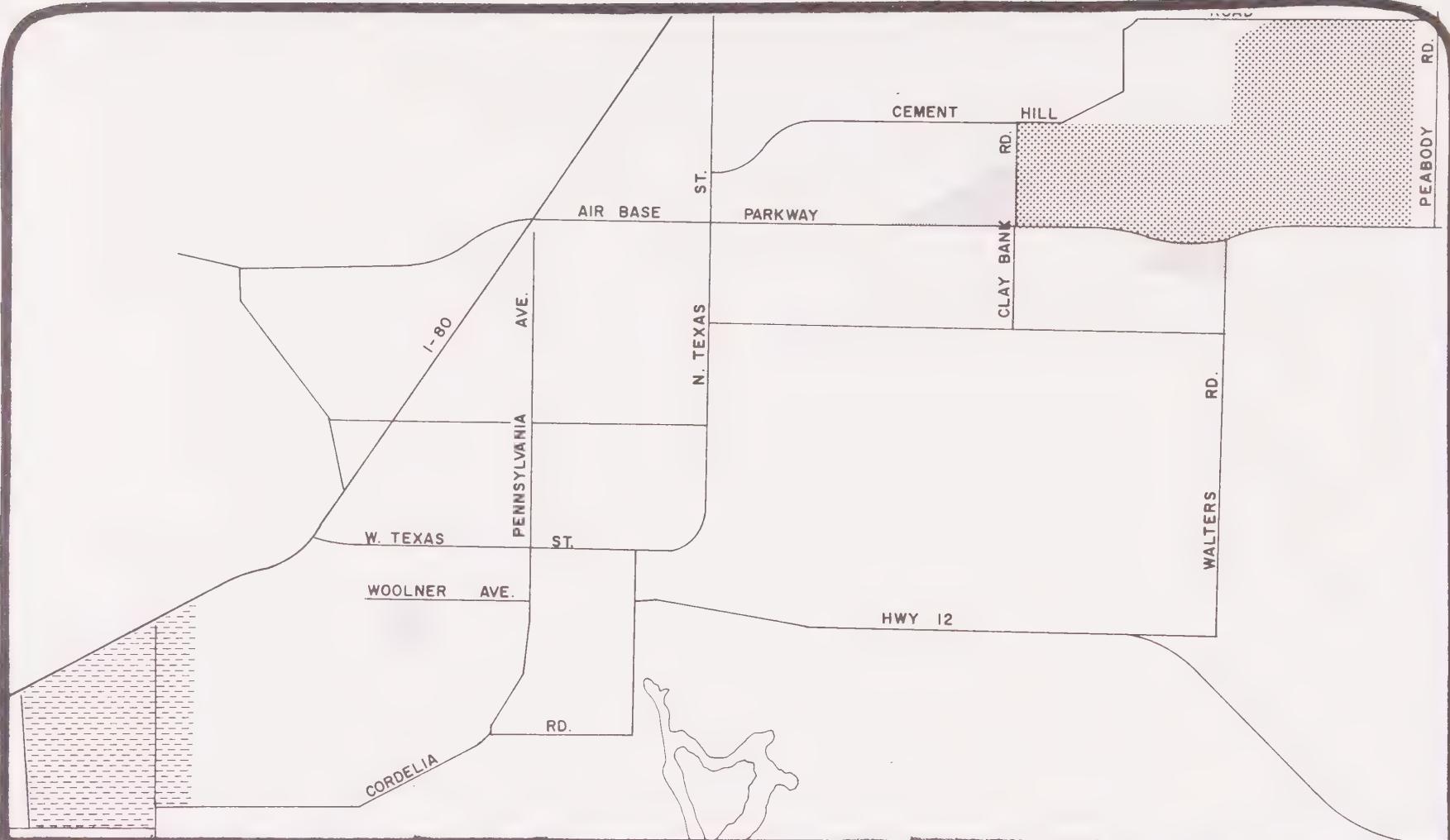
TABLE 8  
INDUSTRIAL LAND ALLOCATION

Fairfield Urban Growth Center  
August, 1978

<u>Category</u>	<u>Gross Acres</u>	<u>Developed</u>	<u>Undeveloped</u>
General	2,000	36	1,964
Limited	445	39	406
Industrial Reserve	320	119	201
Totals	2,765	194	2,571

INDUSTRIAL PARKS

In the Fairfield growth center, five industrial parks have been established. The land allocated to these parks totals 1047 acres. With the exception of a small City owned park located south of Texas Street, local industrial parks have been situated along or near Air Base Parkway. Recently this pattern has changed, however, with the addition of a new 342 acre park south of Ledgewood Creek along Highway I-80. These industrial parks occupy nearly 40% of a total of approximately 2800 acres in the Fairfield growth center committed to industrial use. Together these five parks also contain 40% of the total industrial acreage developed thus far in the Fairfield urban growth center.



## CITY OF FAIRFIELD GENERAL PLAN

## LAND USE ELEMENT

### Major Industrial Areas

INDUSTRIAL USES
LIMITED
GENERAL
RESERVE

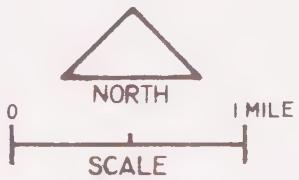
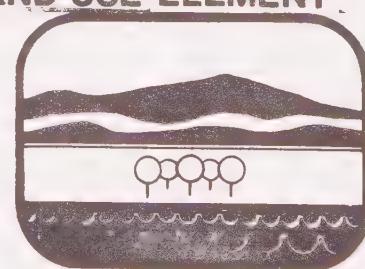


Figure 4





#### TYPICAL USE

Industrial uses in the Fairfield area vary from the manufacture of outdoor camping and hiking equipment, beer brewing and can manufacturing to product distribution, storage warehousing and lumber merchandising. Actual floor area occupied by individual industrial users in the Fairfield area runs generally between 10,000 and 70,000 square feet.

#### CORDELIA INDUSTRIAL LANDS

As noted above, in addition to lands allocated for industrial development in the Fairfield area, the Cordelia Area Specific Plan adopted for the Cordelia growth center allocates 470 gross acres of now undeveloped land to limited industrial uses. At this time approximately 19 acres of industrial land are developed in the Cordelia area. If the remaining undeveloped Cordelia industrial lands are added to the over 2,571 acres of committed but not developed land in the Fairfield urban area, the total adds up to 3,022 acres of land remaining for local industrial development. Total currently developed industrial land including lands in the Cordelia area would add up to 213 acres.

## FUTURE CONDITIONS

### LAND USE CATEGORIES

Two categories of industrial land are proposed for the Fairfield urban growth center. These categories are Limited, and General.

#### Limited Industry

The term "limited" implies the accommodation of industrial operations which are of a relatively low intensity and "clean" character, and which generally require sites in the range of 10 to 50 acres. Industries which might involve nuisances, danger from fire or explosion or other hazards to health and safety would be prohibited. Secondly, industries which ordinarily would have few redeeming qualities with respect to the aesthetics of design and appearance of site and structure would be discouraged unless specific conditions were proposed to assure that a given industry would be an aesthetic as well as an economic asset for the industrial area (i.e., to its industrial neighbors) and to the community as a whole.

### General Industry

The term "general" implies the accommodation of industrial operations which are labor or traffic intensive, which require large sites for both indoor and outdoor operations and which manufacture, process, and store products and materials. While the previously described policy concerning aesthetic considerations of site design and appearance for the Limited Industrial category also apply to this area, the requirements of some large industries for considerable outdoor storage are recognized, provided that they are screened carefully from external view. While the broad purpose of the Limited Industrial use area would be to limit uses to "clean" industries involving scientific and research orientations, the manufacture of small parts or equipment, warehousing, distribution and light equipment assembly; the broad purpose of the General Industrial use area is to permit the normal operations of almost all industries.

### HIGHWAY 12 REDEVELOPMENT PROJECT AREA

In 1976 the City of Fairfield established a redevelopment agency under the laws of the State of California. At the present time the Redevelopment Agency has defined projects in two portions of the General Plan area. One project includes the lands which constitute the City's regional retail commercial center at Travis Boulevard and Pennsylvania Avenue. This project is described briefly in the preceding section devoted to commercial land uses.

The other project involves lands in the City and lands that would be annexed at a later time located between Highway I-80 and Suisun Marsh and west of Pennsylvania Avenue and east of Hale Ranch Road. The total project area involves over 1700 acres. While the preponderant land use in the area is industrial, both existing and proposed, commercial uses along Texas and I-80 are also included and also over 100 acres proposed for residential development.

The primary purpose of the Redevelopment Agency here, as in the regional retail commercial center at Travis Boulevard and Pennsylvania Avenue, is to provide, through special property taxing arrangements, the financing for public improvements such as roads and interchanges and sewer, water and drainage facilities needed to encourage development that might not be financed through more conventional means. In addition, the project can provide relief to and support for schools and housing in the area that would be impacted by developing job producing industry and commercial uses.

#### INDUSTRIAL LAND ABSORPTION AND EMPLOYMENT

Data provided by the General Plan EIR/Environmental Assessment indicates that Fairfield can reasonably expect to develop (absorb) 35 to 65 acres of industrial land per year, assuming either a low or a high growth scenario. Using a ratio of 22 workers required for each industrial acre this could mean the annual addition of from 770 to 1430 workers annually to local manufacturing payrolls. Table 9 provides a projection of this employment to the year 2000 in relation to industrial land absorbed.

TABLE 9

CUMULATIVE NEW EMPLOYMENT IN RELATION TO INDUSTRIAL  
 LAND ABSORPTION IN THE CITY OF FAIRFIELD  
 (Figures are cumulative for all growth starting January 1, 1979)

<u>Category</u>	<u>Low Growth Scenario</u>				
	<u>1980*</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Industrial Land					
Absorbed (Acres)	70	245	420	595	770
New Industrial					
Employment	1540	5390	9240	13090	16940
<u>High Growth Scenario</u>					
<u>Category</u>	<u>1980*</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
Industrial Land					
Absorbed (Acres)	130	445	780	1105	1430
New Industrial					
Employment	2860	10010	17160	24310	31460

\* Totals for years 1979 and 1980 inclusive.

## ADDITIONAL INDUSTRIAL AREAS

It is important for local communities to be able to offer a wide variety of sites for potential industrial developers. While there appears to be a surplus of "open" industrial land in the planning area, the demands of the many kinds of industry for certain parcel sizes as well as particular locations vary widely. A beer brewery, for example, may require in excess of 100 acres for its operation while a local distributor, say for a national hardware manufacturer, may require less than an acre for a warehouse facility.

Equally important, some industrial users require near or immediate access to highways or rail or both and others must locate well clear of urban development because of the public nuisance they might generate. Other industries, as well, require locations in close proximity to a particular resource or by-product such as, for example, a water reservoir or a rock quarry. Also, industrial parks holding large acreages in reserve for development may, and often do, limit the sale or lease of land to industries of a certain nature to maintain a uniform character and image.

The as yet-to-be developed industrial lands in the Fairfield-Suisun and Cordelia urban growth areas do provide the very necessary flexibility and variety of choice, particularly insofar as function, location and size of sites are concerned. For this reason and because unanticipated developments, for example, the establishment of a regional commercial airport as an adjunct to Travis Air Force Base, could create a further, high demand for supporting local industrial space, the Land Use Element does not recommend reductions in the existing, local industrial land inventory described thus far except under certain conditions.

One exception involves extensive undeveloped areas to the north, south and east of Travis Air Force Base designated on the Central Solano County General Plan for industrial use. Because the City has no plans to provide municipal services to this area in the near future and because many opportunities exist now and for the foreseeable future in the City for industrial development it is recommended that these lands be designated as extensive agriculture.

Another exception might exist when it appears evident that an excessive number of workers employed by expanding local industry were unable to find adequate local housing. A situation like this could result from an imbalance in the numbers of acres devoted to industrial and residential uses. In such an instance, the City could consider changing portions of its undeveloped industrial land to land uses that would encourage the development of worker housing and/or to increase residential densities in relocated areas.

## **POTENTIAL IMPACTS SUMMARY**

The following major categories of impact would occur as a result of General Plan implementation:

The proposed inventory of industrial land could be substantially greater than that which could be absorbed over the next 20 years.

Substantial pressure may arise to change the General Plan designations on industrial planned land on the east side of the City to allow residential uses. This may occur because of an increasing scarcity of land available for residential development.

## INDUSTRIAL POLICIES

Measures and policies prepared to support the industrial development proposals described above and to mitigate adverse environmental impacts resulting from such development are as follows:

- 1) Land located adjacent to freeway interchanges along Interstate 80, except interchanges located within areas designated primarily for agricultural open space, should be reserved for highway commercial, regional commercial and industrial operations, where appropriate.
- 2) Industrial development proposals should be conditioned to assure, through the Planned Unit Development process, that the internal design of such lands is appropriate for such use and that street improvements and utilities are provided during initial phases of development.
- 3) Areas designated for industrial use on the General Plan Diagram should be held for such use to assure that there will be sufficient industrial land available to create an economic base in support of the costs of providing on-going public services to the urban growth centers. A slow pace of industrial development shall not be construed as justification for utilizing lands designated for industrial use for another type of urban use. An exception to this policy could arise, however, where an imbalance is seen to exist between industrial and residential growth in the City (See Policy No. 7).

- 4) Industrial lands shall be developed in such a manner as to avoid damage, destruction or degradation of environmental qualities to the Suisun Marsh, or upland areas adjacent thereto.
- 5) All industrial areas shall be developed in accordance with modern principles of "industrial park" development, including:
  - a. A basic street and utility pattern which will permit flexibility in the size of individual sites available;
  - b. Maintaining options for the extension of rail spur lines to sites which do not border directly upon the mainline railroad;
  - c. Maintaining options for meeting variable levels of power required by various industries;
  - d. The availability of a basic system of streets, including adequate access to the freeway system, and a basic utility package (water, sewer, gas, electricity and lighting);
  - e. A complete set of pre-imposed restrictions that are enforceable upon all occupants of the industrial park, both tenant and fee occupants, including provisions for site improvement, building design, landscaping, design and location of signs, off-street parking and site maintenance;
  - f. Evidence of continuing management responsibility to enforce restrictions established under the original development plan.

- 6) The City shall discourage premature subdivision of agricultural lands designated for industrial purposes.
- 7) The City should, on a regular basis, reassess its housing programs and the level of industrial development anticipated in the community. If inequalities are revealed, the City should consider one of the following means of attaining a balance between residential and industrial growth:
  - a. Upzoning of selected residential areas.
  - b. Reallocation of industrial land to residential uses.

## **PUBLIC FACILITIES AND SERVICES**

### **PUBLIC BUILDINGS**

In the early months of 1971, the City of Fairfield dedicated a new, five-building complex at Kentucky and Webster Streets, designed to provide government and recreational services to the Fairfield community. These buildings, including a four story City Hall containing 33,000 square feet, a police station, and an elaborate community center, were the first in a 33-acre government center planned to ultimately include state and federal buildings, as well as other municipal buildings and additions to them. Since then, Solano County has constructed a new 40,000 square foot, two-story library in the center to serve planning area residents.

## FUTURE CONDITIONS

The Fairfield urban area will undoubtedly gain increasing prominence as the governmental service center for Solano County. A major commitment has been made by the County of Solano, for example, to expand the County government complex in Fairfield. In 1976, the County completed a new Hall of Justice that includes 69,000 square feet. By 1980, County plans call for the completion of a jail and sheriff's facility on Air Base Parkway in Fairfield, designed to include 42,000 square feet, and by 1985, a program further envisions the completion of a new development and social services facility to include over 73,000 square feet.

In addition, the City of Fairfield is currently constructing a new building for senior citizens in its government center. The building will contain close to 16,000 square feet and is scheduled for completion in the latter part of 1979.

This development, coupled with the anticipated growth of the area and its location in relation to the Sacramento and Bay Area regions, virtually assures that various state and federal administrative offices will also choose to locate in the area. This movement should be further encouraged by the continued willingness Fairfield has demonstrated to provide land in its Civic Center for such facilities.

Fairfield can anticipate a near doubling of its population during the next two decades and the need to expand local governmental services to keep pace with such growth. The planning for the existing Fairfield City Hall and police station do contemplate additions to these structures to allow for the expanded floor space that will probably be required after 1980.

During the decade of the seventies, Fairfield has undergone an extremely significant physical transformation. Not only has the City's potential urban land area almost doubled along with its population, but the distance from the Fairfield Civic Center to points on its boundaries increased over four times. Also, during this period, Fairfield began to assume a distinctive urban character as it completed construction of a new City Hall which became the City's first multi-story structure, and it could observe an increase in urban types of crime.

These factors have an important bearing on the delivery of all City services and particularly on the time required by police and fire services to respond to emergencies. In this regard major decisions will have to be made concerning the expansion of existing governmental structures at the present Civic Center site as opposed to certain social benefits and efficiencies that may be realized through the development of branch governmental service centers in the Cordelia urban growth center to serve anticipated populations in that area. The location of such "branch" or subcenters in the Cordelia area would follow recommendations set forth in the Cordelia Area Specific Plan.

Because the timing of residential construction, however, may initially be difficult to anticipate in the newly developing Cordelia area, there would appear to be some wisdom for Fairfield electing, while patterns are being defined, to locate administration and police and fire services there in temporary structures. As land use patterns are more clearly defined for public services in given areas, the City can relocate its services to permanent centers.

## HEALTH FACILITIES

### MEDICAL HEALTH SERVICES

At this time, the Fairfield-Suisun area has, in addition to three convalescent hospitals, two health centers providing outpatient medical services, one of which offers hospital facilities. These are the Fairfield Clinic and the new 80-bed Intercommunity Memorial Hospital, both on Pennsylvania Avenue in Fairfield. The two centers offer comprehensive medical services to residents in the planning area and in neighboring communities, including Vacaville, Dixon, and Rio Vista.

State regulations control and set the number of hospital beds to be provided in California counties and in individual communities. These regulations were carried out locally by the Solano County Comprehensive Health Planning Council working in cooperation with the health planning bodies of the counties of Napa and Marin and the Bay Area Comprehensive Health Planning Council.

### Future Conditions

In 1979, Intercommunity Hospital completed a new wing designed to provide an additional 32 beds. Further, neither the Fairfield Clinic, nor the Intercommunity Hospital anticipates the need to relocate to larger sites in order to accommodate expanded growth in the foreseeable future.

The Fairfield Clinic has been engaged in a program to expand its existing facilities beyond present levels at its present location. The Intercommunity Hospital has recently completed facilities to provide new or improved intensive care and coronary units; emergency, laboratory, radiology and outpatient services; a surgery department, and a respiratory therapy facility in addition to providing 80 hospital beds.

The West Central (Cordelia Area) General Plan provides for the location of a medical center complex in the Cordelia area that would include professional offices. It does not directly anticipate the location there of hospital facilities. Medical clinic and outpatient services should be provided where the need for them exists, however, the General Plan recommends that expanded hospital facilities to serve at least the planning area be provided in the Fairfield growth center. By allocating newly required hospital beds to existing hospitals in Fairfield, economies of scale should be realized and the facilities can be central to area population concentrations.

#### MENTAL HEALTH SERVICES

Unlike the delivery of County Health services that are under the guidance of regional as well as State health planning bodies, county mental health programs respond directly to a five year Mental Health Plan for the State of California that, in turn, comes under the review of the State Health Planning Council.

Further, unlike the Solano County Comprehensive Health Council that seeks approval of local plans for health services from a regional council, the Solano County Mental Health Services is a separate department of Solano County government and its plans must be developed annually and approved by the County Board of Supervisors. In other words, the County is the unit of local government chosen by the State Legislature to establish a mental health program.

#### Future Conditions

According to the Solano County Mental Health Services Annual Plan for 1974- 1975, mental health services are to be delivered in the County through four major divisions. Two of these divisions are identified by the geographical area they serve and two by their specialized functions:

In the north County area, mental health services are to be provided through a center in Fairfield located on Pennsylvania Avenue with branch clinics in Vacaville, Rio Vista, and Dixon.

In the south County area, mental health services are to be provided through a center in Vallejo with a branch clinic in Benicia.

The specialized functions of the Mental Health Services will include divisions for inpatient and continuing care and alcohol abuse.

Solano County Mental Health Services has developed programs in at least four broad areas of need. These areas and service programs are summarized briefly as follows:

1. Services for the Generally Mentally Disordered and People in Emotional Crisis;
2. Services to the Mentally Ill Offender;
3. Services for Alcohol Abuse and Alcoholism; and
4. Services for Drug Abuse.

## **EDUCATIONAL FACILITIES**

### EXISTING CONDITIONS

Two school districts; the Fairfield-Suisun Unified School District and the Travis Unified School District have the major responsibility for public elementary and secondary education in the planning area. The Travis Unified School District generally includes the lands of Travis Air Force Base and easterly, largely rural, portions of the planning area.

The Fairfield-Suisun District includes the cities of Fairfield and Suisun City, communities in Suisun and Green Valleys and the rural areas making up most of the balance of the planning area.

In addition, Solano County is served by Solano Community College located in Suisun Valley.

In the Travis Unified School District, three elementary schools, one intermediate school and one high school provide education for 2,800 pupils as of January, 1979. Most of this number are dependents of military personnel attached to Travis Air Force Base.

The Fairfield-Suisun Unified School District provided education as of December, 1978, for over 13,000 pupils distributed in fifteen elementary schools, three intermediate schools and two high schools. In addition the District conducts an adult school for close to 1100 students. Solano Community College provides advanced education for almost 9,000 day and night students as of the Fall semester, 1978. Unlike the other school districts having enrollment areas confined almost exclusively to the planning area, the Solano Community College District includes enrollment areas for the college throughout Solano County and beyond, as far north as the community of Winters.

#### FUTURE CONDITIONS

Because it has the largest measure of responsibility for local public education in the urban population centers of the planning area, the policies that the Fairfield-Suisun District utilize or proposes to utilize have the greatest significance to the Land Use Element of the General Plan. In this regard, the following guidelines contained in the Master Planning Study 1972 Fairfield-Suisun Unified School District are most informative:

In this study, major emphasis is placed on providing increased flexibility in the management of existing schools and the construction of new schools. This is in response to the impact of shifting neighborhood needs that over time create significant changes in local enrollments, the problems of providing transportation for pupils, decreasing family size and the introduction of new education and training programs.

#### Capacities

The study proposes that new schools be planned for the following enrollments:

Elementary schools (K-6) are to be planned on a neighborhood school concept with projected enrollments of 630 students.

Intermediate schools (Grades 7-8) are to be planned as a transition from elementary to secondary education. New intermediate schools are to house approximately 1,000 students.

High schools (Grades 9-12) are planned to be constructed for a capacity of approximately 2,000 students.

#### Location

The above capacities are to be related to the concerns of service and transportation needs.

In particular, urban K-6 schools are to be so situated as to reduce or eliminate the need for pupil transportation.

#### Changing Needs

Planned enrollment capacities are designed to provide adequate numbers of students for flexibility in grouping students and economies of staffing. In high schools, for example, the emphasis is to be on flexibility of space to permit variations in educational and vocational programs. To aid in the vocational training process, classrooms are recommended to be planned adjacent to school district maintenance and transportation departments to provide opportunities for related secondary vocational education programs.

In conjunction with changing community needs and the desire for greater efficiency, existing elementary schools, that experience steady, decreased enrollment may be expanded or utilized for other purposes. To accommodate changing neighborhood needs, the district, principally at the K-6 level, has adopted the "Core" school concept which will limit construction of permanent space to enrollments of 300 pupils. Space required beyond this will be provided in relocatable or portable building components.

### Cooperation With Local Agencies

The policy of the Fairfield-Suisun Unified School District is to cooperate with and involve local public agencies such as the cities of Fairfield and Suisun City in school planning concerning areas of anticipated new population growth and the location of new school sites. Under policies of this nature, park sites in Fairfield are to be coordinated where possible with adjacent, proposed school sites and facility needs for vocational and special education are to be coordinated with the Solano County Office of Education and the Solano Community College in order to prevent duplication of programs.

### **REGIONAL COMMERCIAL AIRPORT**

In April of 1974, the Metropolitan Transportation Commission (MTC) and County of Solano entered into a joint exercise of powers agreement to develop a feasibility study of the civil/military joint use of Travis Air Force Base to serve the air travel need of the northern Bay Area.

The report, issued in July 1976, came to the following general conclusions:

- 1) Civil use of Travis AFB is not required to provide additional San Francisco Bay Area airport system capacity during the next 20 years.

- 2) There is a growing need for a North Bay commercial air passenger service facility to reduce vehicle miles of travel to airports in the region and the resulting production of automobile pollutants and energy consumption.
- 3) Travis has regional importance in that it can conveniently serve a significant portion of North Bay air travel demand.
- 4) Although, subject to further study there are no physical or environmental constraints anticipated, that cannot be satisfactorily mitigated in a civil/military joint use of Travis AFB.

On January 11, 1977, the Solano County Board of Supervisors adopted the following recommendation in regard to the joint use of Travis feasibility study: "That Travis Air Force Base represents a valuable aviation resource to the County and the Bay Area and that necessary planning be undertaken to preserve its future availability as an airport. That the County continue to keep in effect its joint use agreement with the Air Force. That, at the appropriate time to be determined in the preliminary planning process, a staff promotional program to determine the interest of the air carriers be initiated."

The installation of a joint civil/military use of Travis Air Force Base must have an immediate and marked impact on the economic, social and physical environment described in the Fairfield General Plan. Unquestionably, this airport would affect local circulation systems, employment, and population projections made by the Plan and by other agencies such as ABAG. Most importantly, in addition to its demands for urban water supplies and waste disposal, the airport would have requirements for industrial and commercial land not now anticipated by the Plan.

## UTILITIES

### WATER SUPPLY AND DISTRIBUTION

The City has developed a system of storage and treatment facilities to be phased into construction as required by growing urban areas. Much of the water supply for the City is provided by annual entitlements from the Solano Project.

Present capacity for water treatment in City facilities is 25 million gallons per day with a substantial potential for expansion. The water distribution system adequately serves all presently developed areas in the City.

### Future Conditions

For a more detailed description of Fairfield's water supply and distribution plans the reader should refer to the Water-Sewer-Drainage Element for the Central Solano County General Plan, adopted by the Fairfield City Council in April, 1974 and the General Plan EIR/Environmental Assessment.

## SEWAGE TREATMENT AND COLLECTION

Major features of the City's system include 57,000 feet of force and gravity mains and pumping stations to transport wastes from Cordelia, Fairfield and Travis Air Force Base. The wastes are carried to a new subregional tertiary treatment plant that will ultimately be capable of disposing of 30 million gallons of waste water per day. At this time the system adequately serves all presently developed areas in the City.

### Future Conditions

For a more detailed description of Fairfield's sewage treatment and collection plans the reader should refer to the Water-Sewer-Drainage Element for the Central Solano County General Plan, adopted by the Fairfield City Council in April, 1974 and the General Plan EIR/Environmental Assessment.

## SOLID WASTE

Solid waste collection and disposal is provided by the Solano Garbage Company under franchise to the City. The Company disposes of solid waste collected in the Fairfield and Suisun City areas in a sanitary landfill located in the Potrero Hills, southeast of the City. This landfill has capacity to accommodate a population of 85,000 to 90,000 in the Fairfield-Suisun growth area.

### Future Conditions

Growth in the Fairfield area will cause the existing landfill receiving solid waste from the City to reach capacity within 20 years. The Solano Garbage Company is at present seeking regulatory approval from the State and local authorities to open another landfill at one of several potential sites in the Portrero Hills. The Company feels reasonably confident that one of these additional sites will be approved for use as a sanitary landfill within the next 20 years. Hence, growth in Fairfield will probably not be constrained by lack of landfill sites. The reader should refer to the Solano County Solid Waste Management Plan for additional policies concerning solid waste management.

### PUBLIC SAFETY

(Special note should be made that during the latter part of 1979 the Police and Fire Departments were organized into a new department called the Department of Public Safety.)

### Fire Protection

The Fairfield Fire Department currently operates two fire stations with 29 employed personnel and 35 volunteers. While the Department has a fairly good fire insurance rating, it is not always able to maintain an ideal emergency response time to all parts of the City.

The Department currently maintains a good fire safety record for the City through active involvement with the community including regular business property inspections and the installation of smoke detection equipment for elderly and handicapped residents.

#### Future Conditions

At the present time the Fire Department estimates a need for four new fully equipped and manned fire stations to serve newly developing areas in the Cordelia and Fairfield urban growth centers.

#### Police Protection

The Fairfield Police Department currently carries out its assignments with 90 personnel from one station located in the Fairfield Civic Center.

In common with the Fire Department many of the problems associated with the delivery of local police services are related to the City's spatial patterns of land development. New residential growth in the Cordelia area, for example, will be located anywhere from five to eight miles from the Fairfield Civic Center and the police stationed there. Unlike the Fire Department, though, the local police can maintain patrols in distant areas and thereby provide a reasonable response time to emergencies.

## Future Conditions

The Fairfield Police Department will continue to provide service from the one central headquarters currently located in the Fairfield Civic Center.

## POTENTIAL IMPACTS SUMMARY

The following major categories of impact would occur as a result of General Plan implementation.

### UTILITIES

1. Planning to resolve water service issues should be concluded at an early date, so that water service may be provided in a manner which will assure high quality water at a price which "blends" the differential costs of municipal and industrial water now available from all three jurisdictions for the benefit of the water user.
2. The extension of water and sewer service shall be accomplished by a phased program including the annexation of areas to be served and provisions for meeting the costs of such services.
3. Depending upon the rate of growth in the planning area, a further expansion of the subregional sewage treatment plant beyond the presently planned 15.7-mgd expansion may be required in the mid-1980's.

4. Unless permission is obtained to discharge into Suisun Marsh, the Fairfield-Suisun Sewer District will need a long-term solution to its discharge capacity problem by the early 1980's.

#### HEALTH FACILITIES

1. Fairfield at present suffers from a low ratio of physicians and dentists to population. This ratio would not improve as development proceeds, and improvements in this ratio would not take place until the pace of development in the community slackens.
2. With the exception of skilled nursing facilities, there is at present and for the near future a surplus of health care facilities in the community. Nevertheless, population growth in the community would eventually require expansion of these facilities.

#### EDUCATIONAL

1. By the year 1988, enrollment in the school district would have increased by 775 to 2,813.
2. The school district lacks the capital to construct even a small portion of the educational facilities that would be required by this increase in enrollment.

POLICE

1. Population growth would require expansion of the Police Department. At buildout, the department may be staffed by 200-250 personnel.
2. The basic organization, training, and type of equipment used by the Department would not change as a result of growth but the amount of and, therefore, costs for maintenance and operation would increase.
3. Growth of multi-family residential and retail commercial land uses would result in the largest increase in police workload per acre of land use.

FIRE

1. Over the next 20 years, four new fire stations would need to be built and equipped at an approximate capital cost of \$1.6 million.
2. The Fire Department's operating budget would need to increase from its 1977-78 level of \$730,000 to \$1.8 million, measuring in constant dollars.
3. In order to maintain the City's present response time goal for fire service of four minutes, it would be necessary that fire stations be manned and equipped early in the development process for new areas.

## PUBLIC FACILITIES AND SERVICES POLICIES

Measures and policies prepared to support the development of proposals for public facilities and services described above and to mitigate adverse environmental impacts resulting from such development area as follows:

### UTILITIES

1. The City shall develop a system to evaluate development conditions and need which will include the following components:
  - a. A Capital Improvement Program including the estimated costs and priorities of and revenues required by public capital construction projects;
  - b. A system that will measure on a cumulative basis the revenues to be derived from and the public costs attached to each development project.
2. No urban development should be permitted to occur above the 200-foot water service boundary.
3. New development in the City should include water conservation features and drought resistant landscaping as means of reducing overall water consumption.
4. The extension of water and sewer service should be accomplished by a phased program including the annexation of areas to be served and provisions for meeting the costs of such service.

5. The City should seek the most environmentally sound alternative for treatment and disposal of sewage effluent.
6. Industrial development in areas potentially usable for disposal of sewage effluent should only be permitted upon derivation of alternative disposal sites or methods.

#### ELEMENTARY AND SECONDARY SCHOOLS

- 1) Elementary schools should be located on sites which permit flexibility in building construction, classroom arrangement and use to avoid premature obsolescence in plant facility operation and maintenance.
- 2) Elementary schools should be located centrally with respect to the school child populations which they are intended to serve; sites should be located away from major arterial streets and freeways to avoid vehicular noise and traffic hazards which would be inimical to the well being of students and the educational process.
- 3) Junior and senior high schools should be located centrally with respect to the student populations which they will serve, with direct access provided from collector or major arterial streets; sites shall be located so that they will accommodate the land use features of the Plan, including access from community recreation corridors. The locations of junior and senior high school and elementary school sites shown on the General Plan diagram are intended to be general rather than specific sites, with final determination to be made by the City and the school district during the process of their reviewing specific land development proposals.

- 4) Wherever possible, school sites should be integrated with recreation parks and community recreation corridors to maximize the benefits of recreation experience as part of the education process, and to permit pedestrian and bicycle access with a minimum of interruption by the street system.
- 5) All elementary school sites shall be linked at least indirectly with recreation parks and community recreation corridors serving each residential neighborhood.

GOVERNMENTAL OFFICE AND SERVICE FACILITIES: COMMUNITY CENTERS

- 1) Governmental offices and services shall be located conveniently with respect to residential, commercial and industrial areas of the growth centers; government services are to be selected carefully so as to avoid duplication of facilities and services which should best be provided from established centers of City and County government within the Fairfield growth center.
- 2) Community centers, including cultural facilities required by the population, are to be provided in both of the growth centers; to the extent possible and practical, locations shall be selected which will maximize the positive impact and exposure of cultural facilities upon the daily lives of the people.

MEDICAL CENTER/PROFESSIONAL OFFICE COMPLEX/RELIGIOUS INSTITUTIONS

- 1) Medical and health care services should be arranged in accordance with a comprehensive health service plan which takes into account the full range of public and private health care services required in the Central Solano County Planning Area.
- 2) Churches and other religious institutions should be located where they will be conveniently accessible to residential districts and in an environment which will be compatible with religious service functions; churches shall be located only along major arterial or collector streets.

A REGIONAL COMMERCIAL AIRPORT

- 1) In advance of further development projects in this area, a specific plan should be developed for the Travis Air Force Base area, particularly including lands lying to the south and east of that facility to guide and regulate the use of the land for the benefit of an expanding regional commercial airport, the planning area community and the military mission of Travis Air Force Base.

PUBLIC SAFETY

- 1) The City shall require grouping of residential units to provide for more localized and effective fire protection measures such as consolidation of fuel buildup abatement, fire break maintenance, fire fighting equipment access, and water service provision; and a more manageable localization or focus of any actual fire-fighting activity.

Oversized Map or Foldout not scanned.

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# FAIRFIELD LAND US

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